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Deputy Director

Executive for A&M

21 November 1947

Survey of Functions, Procedures and Organization of OCD

1. The attached study is basically a detailed procedural survey which developed logically into functional policy and organizational matters. It was made at my direction, with OCD concurrence.

2. a. My instructions to the management survey team were to make a very detailed study and report, and to keep OCD advised as they went along, to enable OCD to take any preliminary action desired while the survey was in process. I asked for detail due to my own conviction, based on personal observation and contact while I headed the Management Branch in ICAPS, and on comments from other sources, including outside agencies, that the details of administrative requirements and the organizational use of the Requirements Branch within OCD were restrictive and involved too much duplication and too little delegation of responsibility to Branch chiefs.

b. I have frankly discussed these convictions with the Assistant Director for Collection and Dissemination on several occasions, including a quite recent discussion.

3. The survey report was completed after several weeks of detailed study in OCD, and submitted to me. I did not read the report, but directed that it be given to the Assistant Director for Collection and Dissemination for his comments, which was done on 24 September. It was returned at your direction, with both formal and informal comment by OCD on 7 November. Prior to its being returned, OCD requested several times that it be filed without action. This request is repeated in OCD comments.

4. After receiving the report, with OCD comments, I made a careful study of the entire problem presented, and have arrived at conclusions indicated below.

5. The problem resolves itself into three distinct parts:

a. The fact that there has been no CIA determination of the functional responsibility for determining intelligence requirements, nor a suitable definition of requirements developed. Without these policy determinations, OCD has had no adequate basic guide for its responsibility, if any, in the requirements field.

b. The question as to whether the internal administrative and operating procedures within OCD are too detailed, require unnecessary duplication of effort and records, and fail to establish the direct and reasonable responsibility of the two major branch chiefs (Collection Branch and Dissemination Branch) for the work which should be performed by their branches.

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c. The question as to whether OCD has the complete and final authority to direct activities not under its control, to engage in apparently unnecessary administrative action and detail, and to reproduce forms at will with no management check.

6. a. The determination of intelligence requirements assumes more major importance daily. Because of lack of broad overall requirements, and failure to establish general requirements priorities, our collectors have spent too much time and effort in purely opportunistic collection.

b. Management has consistently urged ORE to get together with OCD and ICAPS and solve this problem.

c. The determination of intelligence requirements is not a collection or a dissemination problem. Requirements must be determined by the producer on both a short and a long term basis. This is also true of requirements priorities. After such determination, requirements and priorities are passed to OCD which provides for collection and dissemination of the producer's (ORE) needs.

d. I believe that we are also now sufficiently experienced to decide that we should not attempt to determine requirements for other agencies than our own, but should coordinate agency requirements for collection purposes. Many of these agency requirements are, of course, obvious from their collection requests.

e. The survey function of OCD should not be a requirements function. OCD surveys can continue to serve a useful purpose if restricted to fact finding from a purely objective point of view on Collection and Dissemination problems.

7. a. The attached survey report speaks for itself in connection with internal procedures. There are too many files, too many duplicate reviews, too many steps in handling operational papers, and too little delegation of responsibility.

b. The Requirements Branch is actually, in addition to survey and agency requirement activities, a control staff for both the Collection and Dissemination Branches. The controls are so restrictive as to almost completely stifle initiative in the major operating branches. We have established \$10,000 a year as appropriate pay for those positions on the assumption that the chiefs would be responsible for their work. It is functionally unsound not to give them their full responsibilities.

c. The office of the Assistant Director has established still further controls on apparently the most routine actions.

d. All of these cross checks and duplications require personnel, equipment, and individual effort which is neither justifiable nor desirable, and, of most importance, they serve to slow down considerably the completion of action.

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8. A few outstanding examples of duplication of effort and unnecessary procedural involvement are cited below. (See Exhibit II)

a. Every collection request is analyzed in the Requirements Branch and is formulated into a Requirements Directive which is authenticated in the Office of the Assistant Director. The same request is reanalyzed in Collection Branch and in some cases additional calls made to the requester for information and clarity. (For summary activities on collection request see recap in Exhibit V).

b. Dissemination Orders to the Central Records Division require the signing and returning to OCD of a certificate that the dissemination has been made and showing the number of copies remaining in stock. This is an unnecessary procedure. Once OCD orders dissemination of a document it becomes an A&W responsibility to get it done. Until a failure is reported, OCD should assume that required action has been taken. Inventory can be maintained by a simple addition and subtraction within OCD without requiring reports.

c. I recently held up the reproduction of certain forms requested by OCD as they seemed either unnecessary or capable of consolidation. I was informed by the Assistant Director for C&D that I had no responsibility in such cases other than to carry out his instructions. That is not my conception of my responsibility to the Director.

9. I do not desire to make specific recommendation in detail for an organizational change for OCD. I do feel, however, that we must determine definitely its functional restrictions, and that organizational requirements must be then further developed over a reasonable period.

10. I have not brought the Reference Center relationship into this picture as we are now in the process of working that out separately, and have not yet arrived at specific working procedures. These new procedures are being coordinated with OCD.

11. It is recommended that;

a. A policy statement be issued:

(1) Charging ORE with the development and establishment of requirements and priorities for the collection of intelligence information for CIA, on both a short and long term basis. Agency intelligence requirements to be coordinated to eliminate duplication of collection effort.

(2) Establishing the principle that CIA is not responsible for developing and establishing intelligence requirements for other agencies.

(3) Eliminating the intelligence requirements function from OCD and specifically stating the survey function with desired restrictions.

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b. OCD be instructed to:

(1) Develop its Collection and Dissemination Branches to assume full responsibility for their functions which will include:

(a) Solving off collection and dissemination problems by those branches within CIA policies and those established by the Assistant Director, Collection and Dissemination.

(b) Elimination of processing of collection requests by the Requirements Branch and preparation of Requirements Directives prior to preparation of Collection Directives.

(2) Continually strive to reduce duplication of effort and records in its internal procedures.

(3) Review all forms currently in use with a view to reduction in number.

(4) Confer with Executive for A&M with a view to eliminating unnecessary reporting procedures in connection with dissemination of material.

c. Further check and control be maintained by--

(1) Periodic management visits in connection with administrative procedures.

(2) Forms control.

(3) Personnel ceiling control.

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Survey report OCD

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